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ABSTRACT

Postsecondary education programs available to inmates, wards, and ex-offenders in the State of California are examined in this summary report. Data were collected from five areas: (1) correctional institutions and postsecondary institutions; (2) surveys of inmates, wards, ex-offenders, and employees of correctional institutions and faculty from participating colleges; (3) parolees who participated in a postsecondary education program while incarcerated; (4) case study site visits to prison-based postsecondary programs; and (5) case study site visits to ex-offender programs offered by postsecondary institutions. A brief description of 16 California correctional institutes and their education programs is provided, and programs for ex-offenders at community colleges and state universities are also described. Recommendations are made in the area of program delivery, expansion of postsecondary programs beyond the associate degree level; accessibility of programs; facility and services improvements; increased emphasis on ex-offender programs; and increased resources allocation. (SF)

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The Study of Inmate/Ex-Offender Postsecondary Education Programs in California

Summary Report

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EVALUATION AND TRAINING INSTITUTE
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Los Angeles, California

INMATE AND EX-OFFENDER POSTSECONDARY EDUCATION PROGRAMS IN CALIFORNIA

SUMMARY

An Assessment and Evaluation Prepared for the California Postsecondary Education Commission

by

Clare Rose and Glenn F. Nyre

Evaluation and Training Institute

June, 1979

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INTRODUCTION

The major purpose of this study was to provide a comprehensive description of the range of programs available to inmates, wards and ex-offenders in California and to assess their impact. The charge for this study derives from the California Legislature, Assembly Bill #491, Chapter 11.2, Section 3 (signed by the Governor into law, September 8, 1977), which requires the California Postsecondary Education Commission (CPEC) to "report on the scope of current inmate and ex-offender postsecondary education programs, assess the need to expand current programs or begin new programs, and develop a plan for possible expansion of programs". The Commission, in turn, contracted with the Evaluation and Training Institute (ETI) in July, 1978, to conduct the study. As stipulated in AB 491, the study was to include the following:

1. An inventory of campus-based and prison-based postsecondary educational programs for inmates, wards and ex-offenders;

2. A determination of the current resources allocated to postsecondary educational programs by the Department of Corrections, California Youth Authority, Office of Criminal Justice Planning and postsecondary education institutions;

3. An evaluation of the impact of existing programs in terms of providing educational and eventual work opportunities and in lowering recidivism rates, reporting on the types of programs supported and characteristics of inmates and ex-offenders served;

4. An assessment of the interest in, and need for, postsecondary education programs for inmates and ex-offenders;

5. A delineation of possible advantages of different methods of financial support;

6. A determination of the desirability of constructing limited correctional facilities to better serve inmates interested in postsecondary educational programs;

7. The development of a plan for expanding or modifying existing programs to serve the unmet needs of inmates and ex-offenders relative to postsecondary education;

8. An exploration of the benefits of alternative agencies to administer and coordinate the programs statewide, with recommendations as to the appropriate administrative agency; and

9. A delineation of the costs of each recommendation and alternative included in the report and an implementation plan.

The Study Design

The design for the study called for the collection of five major data sets: 1) information about postsecondary education programs for inmates, wards and ex-offenders from all correctional and postsecondary institutions; 2) surveys of inmates, wards, ex-offenders and employees of correctional institutions, including teachers and counselors from the participating colleges as well as those employed by the institution; 3) recidivism data collected on a sample of parolees from each institution who had participated in a postsecondary program while incarcerated; 4) observational and interview data gained during case study site visits to a representative sample of prison-based postsecondary programs sponsored by the Department of Corrections and Youth Authority; and 5) ob-

servational and interview data gained during case study site visits to a sample of ex-offender programs offered by post-secondary educational institutions.

The study plan was designed to proceed in two phases. The first phase involved the collection of data from the primary state correctional agencies, the correctional and public postsecondary institutions and a sample of private postsecondary institutions. The second phase of the study consisted of intensive site visits to a case study sample of prison-based and campus-based postsecondary programs for the purpose of understanding the differences in programs, the underlying dynamics which may have contributed to the differences, and the contextual or environmental factors which may have influenced the scope, focus and direction of the programs.

In order to assist in implementing the first phase of the project, and in accordance with the requirements of AB 491, an Advisory Board was established which was composed of two representatives each from the Department of Corrections, the California Youth Authority, the Office of Criminal Justice Planning, the University of California, the California State University and Colleges, the California Community Colleges, existing college ex-offender programs, and two ex-offenders.

The results of the first data search indicated that postsecondary education programs for inmates and wards were available in all correctional and 5 Youth Authority facili-

ties. Ex-offender programs were identified in 9 state universities and 9 community colleges. About 20 private colleges indicated in the preliminary questionnaire that they had a special program for ex-offenders, but follow-up telephone interviews with the person who completed the questionnaire revealed that there were no special programs; rather, ex-offenders could enroll in the regular postsecondary program and were allowed to participate in a variety of support services available to all students attending the institution. Information subsequently obtained from institutional liaisons at the community colleges revealed that only 5 community colleges had officially recognized ex-offender programs -- 4 of them as separate components within their Extended Opportunity Programs and Services, and only one of them with a totally independent, specialized program.

PRISON-BASED POSTSECONDARY PROGRAMS

Educational programs at the college level are divided into academic education and vocational education and skills training. Academic programs include courses leading to an associate degree and, in rare instances, a baccalaureate degree.

While some type of vocational program is available in most institutions*, not all programs lead to an AA Degree. Most often this is because the neighboring community college does not have such a program on its campus and will not ap-

*Karl Holton School offers only academic programs. Youth wishing vocational training are sent to the neighboring institution, De Witt Nelson.

prove the teachers or the program. In some cases, the institution provides certification and some vocational programs are indentured by the local union. Only five institutions offer vocational training programs for which college credit (and certification) is granted, and these programs are included in the present investigation.

Postsecondary academic programs for inmates and wards vary in scope, ranging from an assortment of interest classes to programs leading to a baccalaureate degree. Programs also vary in terms of enrollment, duration, length of class session, requirements for eligibility, administrative structure and cost. A brief description of each institution and the inmate/ward postsecondary education program follows:

· California Men's Colony: CMC is a medium security institution with an inmate population of 2,400. Average length of stay is 30 months. CMC has the largest program in the state in terms of enrollment, with 425 inmates enrolled in the academic program. Twenty to twenty-five courses leading to an AA degree are provided through Cuesta College. Seven of the 13 vocational courses offered at CMC are approved by Cuesta for college credit.

· Correctional Training Facility: CTF (Soledad) is composed of three medium and maximum security living units, with a total inmate population of 2,765. Average length of stay is 30 months. Beginning in the 1978-79 academic year, vocational programs leading to the AA degree have been added to the academic program offered through Hartnell College. Unlike other inmate programs, Soledad's academic program has been largely student-supported through BEOG or veteran's benefits. The vocational programs are supported by state funds.

· California State Prison at San Quentin: San Quentin's 2,500 inmates represent all security classifications; the average length of stay is 37 months. Approximately 12-16 courses are offered each semester through the College of Marin and all meet the requirements for an Associate of Arts degree in General Education.

· Sierra Conservation Center: Sierra has a unique structure and purpose in corrections, serving as a training center for 14 conservation camps located throughout California. A minimum/medium security institution, its inmates generally stay at the Center about 7 months and are then transferred to one of the camps. The current inmate population at Sierra is approximately 1,030, with an additional 857 in the camps.

Twelve units of course work per quarter are provided at Sierra through Columbia College as part of a systematically planned two-year program leading to an AA degree. Between 3 and 6 units per semester, depending upon the size of the population, are offered at Deadwood Camp through the College of the Siskiyous, and at Growlersburg through a contract with the Los Rios Community College District. Twelve units per semester are offered at Parlin Fork and Chamberlain Creek through the College of the Redwoods.

· California Medical Facility: CMF has an inmate population of approximately 1,400 representing all security levels; the average length of stay is between 24 and 36 months. Approximately six 3-unit courses are offered each semester through Solano Community College as part of a two-year program to meet the Social Science Associate of Arts degree.

· California State Prison at Folsom: The only state classified maximum security prison, Folsom has an inmate population of 1,673 with the oldest average inmate population in the system. The median age of inmates is 38 years; average length of stay is 40 months.

For the past 8 years, Folsom has offered courses leading to an AA degree through Sacramento City College. Beginning this year, funded through a federal grant and BEOG, Folsom is offering a special bachelor's degree program in Social Sciences through CSU, Sacramento.

· California Institution for Women: As the only state institution for women, CIW's inmate population of 858 represents all custody classifications; the average stay is 30 months. Five 3-unit courses are offered in four twelve-week quarters through University of La Verne, via contract. These courses lead to an Associate Arts degree in General Education. In addition to the regular AA degree program, Chaffey Community College grants credit to students completing the secretarial skills program. The courses are taught by CIW staff.

Four college-level vocational certificate programs are also available to inmates at CIW -- licensed vocational nursing, cosmetology, graphic arts and electronics. The former two programs are licensed by their respective state boards and certificates of completion are granted to those completing either of the latter two programs.

· California Institution for Men: Basically a short-term institution, CIM is composed of 3 maximum/medium/minimum security facilities with a total inmate population of about 1,690. The average stay ranges from 2-3 months in one facility; 6-8 months in the second and 6-36 in the third. Five or six college courses are offered through Chaffee College and University of La Verne; their selection is based on a survey of inmate interests administered last year, and they are not part of a degree program.

· California Correctional Institution: Located 50 miles from Bakersfield, CCI is a minimum/medium security facility with an inmate population of approximately 1,058. The average stay is 28 months. The postsecondary program at CCI was developed to enable students to complete the general education requirement for an Associate of Arts degree. Five or six 3-unit courses are offered each semester through Bakersfield College.

· Deuel Vocational Institution: DVI is a medium security institution with an average inmate population of 1,203. Average length of stay is 33 months. The college program, offered through Delta College, is designed to enable inmates to complete a General Education Associate of Arts degree. All courses are transferable to other colleges and most courses are transferable to the California State University and Colleges. DVI also has several vocational programs accredited by Delta College, and vocational students may apply up to 45 units of vocational course work towards the AA degree.

· California Correctional Center: CCI is a combination medium/minimum security institution with an inmate population of 946. Average length of stay is 24 months. Approximately 12 courses are offered each semester towards an AA degree by Lassen College. The courses of study for all the vocational shops have been approved by Lassen College and inmates have the option of receiving high school or college credit.

This year, under a federal grant from the National Institutes for Mental Health, CCC is offering a special Associate of Arts and Bachelor's degree program in psychological services sponsored by the University of San Francisco. An important part of the course, and of obtaining credits toward the degree for experiential learning, is the preparation over a period of 8 weeks of a life experience portfolio composed of a detailed description of the inmate's personal history, learn-

ing experiences and activities.

· California Rehabilitation Center: CRC is a short-term, minimum security institution with an inmate population of 1,121. Approximately 285 inmates are women, and the average stay is 6-8 months.

Four courses of 3 semester units each are offered four times a year through University of La Verne. The intent of the program is to provide inmates with an opportunity to take one semester of basic college courses. Male students can earn up to 12 semester units in psychology, economics, philosophy and college writing. They may also complete a course in college typing. Female inmates are offered 3 units of credits in psychology in conjunction with their other programs.

· Karl Holton School: Karl Holton is a CYA institution with a ward population of about 400. The age range is 16-21, with a median age of 18. Average length of stay is 11 months.

A two year program of college classes is offered in cooperation with San Joaquin Delta College. Teachers on staff are approved by Delta College and they teach courses from Delta's catalogue. A few students are allowed to attend classes on the Delta College campus. All students in the program are assigned to the college program on a full-time basis.

· El Paso de Robles School: Paso Robles is a CYA institution with a ward population of about 420. The age range is 14-23, with a median age of 17.2. Average length of stay is 16 months. Five courses are offered on-site each semester through Cuesta College, and all courses lead to an Associate of Arts degree.

· Ventura School: Ventura has a ward population of approximately 366. The age range is 14-24, with a median age of 19 years. Average length of stay is 11 months. Approximately 28 courses have been provided each spring and fall, with 9 courses offered in each of 2 summer semesters, through Ventura College. The courses lead to an AA degree in Social Sciences. All wards must be enrolled in an education program.

· Youth Training School: YTS has a ward population of 872. Age range is 17-25, with a median age of 19.7 years; the average length of stay is 11.9 months. Four to five courses leading to an AA degree are offered each semester through University of La Verne.

In addition to the programs at these institutions, inmates at the Northern Reception Center Clinic are allowed to take one correspondence course at a time and are directed into basic lower division courses such as general refresher English, U.S. history or mathematics that are transferable. to other colleges. Northern Reception Center Clinic is primarily a reception center processing approximately 2,000 inmates per year.

Over 400 degrees have been awarded by the programs in the state correctional institutions. According to figures provided by the liaisons, Folsom has awarded the most degrees -- 96 AA degrees in the 8 years since that program began -- and three other institutions, CIW, SQ and CCC, have also awarded an impressive number of degrees since their programs began -- 90, 82 and 65, respectively.

PROGRAMS FOR EX-OFFENDERS

There is little variation among the community college or state university and colleges' campus-based postsecondary education programs for ex-offenders. These programs provide support services to ex-offenders which include some form of orientation to the college as well as assistance with admission and registration, financial aid, academic and personal advisement, and in some cases assistance with finding housing and employment.

Community-College Ex-offender Programs

Of the 106 public community colleges in the state, only one self-contained ex-offender program exists independent of Extended Opportunity Programs and Services (EOPS), and that one is headed for termination as of June 30, 1979. Project LIFT (Life in Focus for Tomorrow), initiated at Sacramento City College in 1976, has remained the only official community college program specifically for ex-offenders. Although no data were maintained on ex-offenders' educational progress, the director of Project LIFT estimates that about 40 percent of the 600 who have participated in the various programs which have come and gone since 1970 have gone on to four-year institutions. Under its regular open door policy, ex-offenders will still be able to enroll at Sacramento City College after the program terminates and, according to the President of the college, they will still be provided services. But an identifiable program especially for ex-offenders will no longer be available.

In addition to the program at Sacramento City College, four other community colleges provide services to ex-offenders through their EOPS -- De Anza, Fresno City, City College of San Francisco and Grossmont. De Anza's New Day program specializes in the recruitment of ex-offenders and recovered substance abusers.

The Pinto component of Fresno City College's EOPS began

in 1974 and has served approximately 169 ex-offenders, some of whom were funded through the 10 EOPS-funded slots reserved for ex-offenders each academic year. In addition to the regular EOPS services, ex-offenders are provided special counseling services, study skills classes, financial aid, testing, orientation and a special Group Dynamics Course with emphasis on ex-offenders' readjustment, study habits and development. Seven ex-offenders have completed associate degrees and two have gone on to complete baccalaureate degrees. Fresno and De Anza's programs both have small, but separate budgets from EOPS.

Grossmont College provides a support program of outreach, recruitment, professional counseling, peer counseling, tutoring and financial aid. Pre-release and orientation, as well as a Personal Development Support Group, are special services provided to ex-offenders in addition to the regular EOPS services.

At the City College of San Francisco, a special program for ex-offenders -- the SCORPIO program -- was discontinued in 1978. Ex-offenders are now integrated into EOPS and one member of the EOPS staff, currently an ex-offender, serves as a peer counselor and recruiter, recruiting ex-offenders from penal institutions and halfway houses.

In the fall of 1977, the ex-offender program at Monterey Peninsula College was also integrated into the EOPS, and ex-offenders currently receive financial aid, counseling, tutor-

ial assistance, job placement services and peer counseling as part of EOPS.

L.A. Valley College, West L.A. College and L.A. Pierce College have no officially organized programs; there is no official director, no staff and no budget specifically for ex-offender services at any of these colleges. However, at Pierce College, a counselor with five years' experience in rehabilitation counseling with ex-offenders and teaching inmates has been providing counseling to about 10 ex-offenders each semester and assisting them with registration since 1977. West L.A. College's director of EOPS maintains contacts with penal institutions and probation offices and tries to meet the needs of the 18 ex-offenders currently enrolled. Since 1975, one counselor at L.A. Valley College has devoted 10 percent of his time to working with ex-offenders as part of the New Beginning Program. At all of these colleges, ex-offenders are mainstreamed into the regular college curriculum following academic advising and testing.

Still other community colleges are aware of and try to assist ex-offenders in various ways, even though there is no official college structure for doing so. These include East Los Angeles College, Los Medanos College, and College of the Redwoods. Approximately 200 ex-offenders have participated in either the ex-offender or EOPS program at these three colleges; 90 percent of them were full-time

students.

Glendale College and Rio Hondo College offer special counseling programs for ex-offenders after which they are mainstreamed into other student assistance programs. Los Angeles Trade-Technical College has a special counselor who deals with ex-offenders and maintains contact with county probation and rehabilitation departments. Merced College offers special counseling, work experience, testing and financial assistance in addition to support services.

CSUC Ex-offender Programs

The goals of the ex-offender programs in the CSUC are to: 1) facilitate the recruitment and admission of ex-offenders to CSUC campuses as full-time students in fields of study leading to a degree; 2) to provide supportive services to retain these students; and 3) to serve as an advocate for program participants and ex-offenders generally on campus, in the community and in the correctional institutions. Brief descriptions of the nine State University and Colleges' programs for ex-offenders follow below.

San Francisco State University: Project Rebound is the oldest program for ex-offenders in the system, having begun in 1967. Staffed entirely by ex-offenders and funded through the Department of Sociology, Project Rebound has provided approximately 500 ex-offenders with assistance in admissions, financial aid and a wide range of counseling services, including a special counseling course in the first semester. Unlike the other programs in the state, Project Rebound focuses on entrance, and ex-offenders are mainstreamed into regular university life after the first semester. Assistance is available if needed, but there is no program identity as such, and ex-offender status is deemphasized. Job placement and referral services are available through the career placement center, and counselors in each support service area are designated to work with ex-offenders who need assistance.

CSU, Northridge: The ex-offender program at CSU, Northridge (EXPAN), is under the aegis of the Dean of Student Affairs. Established in 1975 and funded through grants from the Office of Criminal Justice Planning (OCJP) and Community Services Administration, EXPAN recruits ex-offenders and provides admissions, counseling, and on-going academic support services. Approximately 90 ex-offenders have participated since the beginning of the program.

CSU, Fresno: The Pinto program at CSU, Fresno, is part of the university EOP, and through EOP ex-offenders are provided with special admission and support services. The EOP counselor spends 20 percent of his time servicing ex-offenders assisted by one work-study student in the program. Approximately 50 ex-offenders have participated in this program which was initiated in the spring of 1972. Seven have completed their bachelor's degrees; one has received a master's degree.

CSU, Dominguez Hills: The parolee education program at CSU, Dominguez Hills, is a component of the EOP program. In addition to the services provided by EOP, the ex-offender component provides counseling and advising specifically geared toward helping ex-offenders in reentering the community. Begun in 1978, 14 full-time students are currently enrolled.

CSU, Long Beach: Project CHANCE was established at CSU, Long Beach, in 1971 under the direction of the Office of Student Affairs. Approximately 228 ex-offenders have participated in the program and 11 have received their bachelor's degrees. Funding was provided first by an OCJP grant and then the Department of Corrections.

CSU, Los Angeles: Under the Associate Dean of Students, the Student Parolee Program at CSU, Los Angeles, provides admissions processing, recruitment, testing, financial aid, counseling, crises intervention and drug detoxification referrals, as well as first quarter book and tuition allowances. The pro-

gram also sponsors an academic halfway house that accommodates a maximum of 5 students for a maximum length of 90 days. Established in 1970, approximately 449 ex-offenders have participated in the program. Sixteen received their bachelor's degrees, 4 received their master's degrees, and one person received a doctorate. The program is staffed entirely by ex-offenders who serve as counselors and advisors.

CSU, Sacramento: Project Excelsior is a federally funded program for ex-offenders at CSU, Sacramento. Formerly known as the College Parolee Program, Project Excelsior began in July, 1977, expanding its services to ex-offenders to include students with limited English speaking ability. Services include admissions counseling, assistance in applying for financial aid, personal and academic counseling, testing, and referrals to campus and community-based agencies. Some services are also provided to inmates at Folsom. A special course designed to help students develop basic communication and language skills is also provided, as are tutors for students with special needs for assistance in academic areas. Approximately 600 ex-offenders have participated in the program since 1972.

San Jose State University: The University Alternative Program at San Jose State has provided ex-offenders with admissions assistance and supportive services since 1973. Approximately 154 ex-offenders have been served since that time. Three have received bachelor's degrees; one received a teaching credential. Funded by a grant through the OCJP and the Department of Corrections and housed under the Dean of Student Services, the UAP services include general orientation, assistance with class scheduling and registration, financial aid, housing and employment referral and academic and personal advisement.

San Diego State University: Part of the university's Educational Opportunity Program, the Ex-offender Program at San Diego State has served approximately 25 ex-offenders since it began in 1969. Since that time, twenty ex-offenders have completed bachelor's degrees and two have received master's degrees. Thirty students are enrolled in the program at the present time.

Ex-offenders are admitted through the EOP admissions process and receive all of the regular services of that program in addition to having a peer counselor with whom they must have contact at least once a week. There is no staff or budget for the ex-offender program; the EOP Supervisor of Retention Services allots about 10 percent of his time to ex-offender recruitment and services.

Project JOVE (Job placement and development; On-the-job training; Vocational training; and Education), a non-profit, reentry program, serves San Diego County. Its several components benefit ex-offenders enrolled at San Diego State, especially its educational and training component, which is called

SPAN.* SPAN has been the instigator and driving force behind the university's Human Services Certificate Program for ex-offenders and former substance abusers. Formally instituted in Fall, 1978, the program consists of a one-year, thirty-unit (semester) block of courses offered in the departments of Social Welfare; Health, Science and Safety; Public Administration and Urban Studies; and Philosophy. Upon completion, the participants are certified for entry-level positions in human services areas. Currently, there are 15 students in the HSC Program; 12 are ex-offenders.

Four of the nine CSUC ex-offender programs are operated as subcomponents of student services/affairs offices (San Jose, Northridge, Long Beach and Los Angeles), while three are subcomponents of EOP (Fresno, San Diego and Dominguez Hills). Sacramento's program operates under the aegis of the School of Social Work, and San Francisco's program is administered through the Department of Sociology. The three programs which are part of the EOP administration have no separate operating budget apart from the EOP budget. San Francisco's program receives most of its funds from the Associated Students. The remaining five programs all receive funding from external sources -- San Jose, Northridge and Long Beach receive the major portion of their funding from the Office of Criminal Justice Planning (OCJP); Sacramento has a grant from the Office of Education/DHEW; and Los Angeles receives its funding from the Community Services Administration and the CYA.

*SPAN is not an acronym.

CONCLUSIONS AND RECOMMENDATIONS

The community colleges have been the primary institutions delivering postsecondary education programs to inmates, and they are especially well suited for this task. They are plentiful and readily accessible to most correctional institutions; their program offerings are varied and include a wide range of both academic and vocational courses which can accommodate a wide range of student interest and ability; they generally have an open door policy, whereby anyone who has a high school diploma or is over the age of 18 can attend; admissions is a fairly simple matter; and, perhaps most important, community colleges are accustomed to the adult learner and used to the idea of continuing education and community service.

The availability of postsecondary education programs in the California prisons has facilitated the enrollment of increasing numbers of persons who might otherwise never have been exposed to a postsecondary education. Moreover, using the traditional criteria of academic success -- GPA and course completion -- the evidence is that these students are successful. They value the programs and feel that gaining a college education is a significant factor in their rehabilitation. Almost all of the college inmates plan to continue their education, and based on the evidence gathered from ex-offenders and ex-offender programs, many do continue on, complete degrees and pursue useful and productive lives.

Yet much remains to be done to improve the programs and

to insure that the entire population of inmates who are eligible for and can benefit from postsecondary education are provided the opportunity. The following conclusions and recommendations are based upon a combination of quantifiable objective data, the impressions and opinions of the people interviewed, and the observations of the authors.

* * *

The first seven recommendations are addressed to problems in program delivery.

1. The Department of Corrections and the California Youth Authority should encourage the education staffs at the facilities to more aggressively establish and monitor on an ongoing basis, working relationships with local colleges and universities providing postsecondary programs for inmates.

As part of this working relationship, college administrators and faculty, prison educators and representatives of inmate/ward committees on higher education should meet regularly to plan and administer the program. The colleges should designate both an outstanding and experienced faculty member as well as an interested and committed administrator to work with members of the correctional education staffs and inmate/ward representatives as part of a curriculum review committee.

This committee should review course objectives and all instruction should be evaluated in terms of student achievement.

2. The participating colleges and universities should assign to prison postsecondary education programs experienced and capable teachers who are knowledgeable about and can implement a wide variety of instructional techniques. They should also endeavor to select teachers from different ethnic backgrounds.

3. All teachers and administrators, both full-time and part-time, who are actively engaged in correctional education programs, should be included in the colleges' staff development activities/programs.

4. The participating colleges and universities should also require teachers, as part of their correctional teaching responsibilities, to hold special, informal "office hours" at the facility at least once a week so that students can meet with their teachers outside of the class setting.

5. Department of Corrections and California Youth Authority education staffs should provide college teachers and administrators with a thorough orientation to the institution, as well as to inmates'/wards' needs, characteristics and interests.

6. Department of Corrections and California Youth Authority education staffs should actively explore with participating teachers the use of tutorials, special independent study assignments and programmed instruction.

7. The Department of Corrections and California Youth Authority should encourage education staffs at the facility to maintain more comprehensive and up-to-date information about each inmate's/ward's educational progress, including the number and name of all courses in which they are enrolled, number and name of all courses completed, grade received, reasons for non-completion and a statement of inmate educational goals.

* * *

One of the charges of the legislation was to assess the "interest in, and need for, postsecondary education programs for inmates and ex-offenders". Based on our interviews with both inmates and ex-offenders, there is definitely great interest in the programs. At the same time, a considerable number of inmates have completed or will soon complete their AA degree and are interested in continuing their education and completing a baccalaureate degree. The majority of these people have enough time remaining on their sentences to do so. At the present time, only Folsom and CCC have bachelor degree programs, and they are limited in scope. Clearly, a need exists for expanding the postsecondary programs beyond the AA degree.

In order to increase the flexibility of the postsecondary programs for inmates/wards, we recommend that:

8. The Department of Corrections and California Youth Authority, in cooperation with the Board of Governors of the Community Colleges, should encourage education staffs at the facilities to seek approval for vocational programs from community colleges outside of their local district if necessary.

9. The California Youth Authority should provide wards the opportunity to participate in both vocational and academic programs, including vocational programs for which college credit is not currently available.

10. The participating colleges, in cooperation with the educational staffs at the facilities, should develop multidisciplinary courses and modules with credit given in any one of several related fields.

11. The Department of Corrections and the California Youth Authority should consider expanding the postsecondary program in the near future to include baccalaureate work.

* * *

One of the most serious problems affecting the postsecondary programs for inmates is that of the institutions' lack of access to resources. Despite the growth and geographical dispersion of the population in California, many of the prisons remain isolated in areas remote from educational resources, and many instructors travel considerable distances to and from isolated institutions in order to teach

1 or 2 hours.

The role of the California State University and Colleges has been confined, for the most part, to that of providing programs for ex-offenders. Yet, these institutions, as well as the University of California, have many untapped resources that could be used most effectively to enhance college programs for inmates. Liaisons at almost every institution commented on the need for and lack of academic counseling and tutoring. This need could be met by having these services provided by upperclass and graduate students either for college credit as part of their educational program, or through service-oriented organizations and resources on the campus. The Women's Resource Center at the University of California, Riverside, for example, sponsors a tutorial program for women enrolled in both the GED and the University of La Verne college program at CIW. The scope of the tutoring depends upon the needs of the inmates and the abilities of the particular tutors each semester, but most tutoring is provided on a one-to-one basis. There is no cost to either the inmate or the prison, and the tutor receives 2 units of credit per quarter and transportation costs to provide two hours of tutoring each week. No doubt other colleges would also be willing to sponsor such activities.

In light of the above discussion, we make the following recommendations:

12. The California State University and Colleges should join the California Community Colleges in becoming involved in inmate/ward postsecondary education programs so that a wider variety of programs and services are available for inmates.

13. The Department of Corrections and California Youth Authority should encourage education staffs at the facilities to actively investigate the resources of nearby colleges and universities and the possibility of establishing cooperative arrangements with graduate departments or service-oriented organizations, whereby students would provide much-needed services under education staffs' supervision to the inmates/wards in exchange for college credit.

14. The Department of Corrections and California Youth Authority should investigate the feasibility of greater use of instructional technology, including television courses, remote access, telelectures and electrowriter systems.

15. The Department of Corrections and California Youth Authority should provide to especially remote institutions a small budget for special travel to help defray instructors' costs of commuting to the facilities.

* * *

None of the programs in California prisons provide a "college atmosphere" beyond the classroom, and few do so

even in the classrooms. Our interviews at Folsom were held in one of the classrooms. It was one of several cubicles formed by a series of six-foot high partitions in a large room with a twenty-foot ceiling. There were four other classes going on in adjacent cubicles at the same time, with everyone having to yell over each other to be heard. The din was hardly conducive to serious thought.

The library facilities and study space continue to be a vexing problem for those enrolled in the college programs. It is common knowledge that the prisons are over-crowded and cell blocks with two people in a cell are becoming the rule rather than the exception. Dorm-like facilities where 15 to 20 or more people are crowded together in the same room are equally bad and make studying and homework almost impossible. Study rooms in the library are a likely alternative. However, library facilities in the California prisons are extremely poor; in some institutions, apart from the required law library, none exist. Few are open late in the day when inmates have the time to study, and almost none are open in the evening due to the lack of personnel.

On the basis of the above discussion, we recommend the following:

16. The Department of Corrections and California Youth Authority should keep the postsecondary education programs completely separate from the high school programs. This includes separating staffs and resources.

17. Satisfactory college participation, along with reasonable part-time work, should qualify as a pay assignment so that college programs do not have to compete with Industries or other work assignments.

18. College inmates should be housed together so that team projects, studying and other social and educational exchanges can take place on a formal as well as informal basis and so that college programs can continue even during a lock-down.

19. Correctional officers and other security personnel should be kept apprised of the college program and assured of cooperation from the educational personnel.

20. The Men's Advisory Committee (MAC) at CDC institutions should establish a committee on postsecondary education to work directly with the prison and college educational staff and serve as a liaison to the inmate population in general; a like committee should be established at CIW. Similar committees should also be established at CYA institutions.

21. The Department of Corrections and the California Youth Authority should make available for inmates/wards at each facility comprehensive support services which include diagnostic testing, tutoring, counseling (academic and personal), computer-assisted instruction, and a wide range of instructional aids.

22. Libraries should be expanded and/or upgraded to include resources and research materials appropriate for college-level classes.

* * *

The link between ex-offender programs and inmate college programs is tenuous at best and it needs to be strengthened, as well as connected earlier than is presently the case. Currently, representatives from different ex-offender programs in the CSUC make site visits to the prisons to recruit soon or about-to-be-released inmates who have been taking part in prison college programs. It would be far more helpful to the inmate and would provide a continuity of contact and encouragement if contact by a representative of the ex-offender programs were made upon, and even prior to initial enrollment in prison programs.

The fundamental issue which underlies the general questioning of the scope and value of ex-offender programs and services is the lack of empirical data upon which to base systematic and rigorous evaluations of program effectiveness. This study, like the many previous studies of correctional education, is basically descriptive; it is not evaluative, simply because programs have generally eschewed collecting appropriate evaluative data.

We recommend that:

23. The Department of Corrections and the California Youth Authority should seek the assistance of the Association of Ex-Offender Educational Programs and establish greater coordination between inmate and ex-offender programs so that long-range educational program planning can be accomplished for the inmates and a smooth transition made from prison program to campus program.

24. The Association of Ex-Offender Educational Programs should seek funds from the Office of Criminal Justice Planning or other appropriate state or federal agencies to establish a systematic and comprehensive data collection and management system, in which program objectives are defined and specific activities delineated.

25. Although each CSUC campus must review the needs of their ex-offenders and EOP and decide what is best given their campus needs, we recommend that they consider integrating the ex-offender programs into the EOP with separate staff members assigned to and responsible for ex-offender activities.

26. The Chancellor's Office of the CSUC should consider the appointment and support of a full-time recruiter to represent the system who would routinely visit all correctional institutions, being knowledgeable about CSUC requirements generally and the unique features of the campuses and ex-offender program activities.

27. The California Postsecondary Education Commission should play an active role in increasing interinstitutional cooperation and strengthening commitments by educational agencies to both inmate and ex-offender programs.

* * *

One of the charges of the legislation was to determine the current resources allocated to postsecondary education programs by the Department of Corrections, California Youth Authority, Office of Criminal Justice Planning and postsecondary education institutions.

According to figures supplied by the Department of Corrections, academic expenditures for 1977-78, including library services, totaled $5,032,070. Of this amount, only 4 percent, or $225,678, was provided for postsecondary programs. The California Youth Authority spent approximately $214,000 on postsecondary education in 1978-79. In addition to these funds, federal funds to inmate programs amount to about $150,000, making a total of approximately $600,000 allocated for inmate/ward postsecondary programs.

The Office of Criminal Justice Planning provides $250,000 in grants for ex-offender programs, and $271,063 is provided by grants from the Office of Education, Community Services Administration and CYA, making a total of $521,063. Campus contributions of office space, furniture, telephone, postage

and secretary-clerical services were estimated by liaisons to be about $200,000. Considering the number of inmates and ex-offenders involved in the programs, compared to the level of funding, the inadequacy of the Department of Corrections' and California Youth Authority's budgets becomes apparent.

The advantages of alternative methods of financial support were also explored in response to the legislation, and we recommend that financial control remain with the Department of Corrections and the CYA. However, we recommend a change in the manner by which the funds for postsecondary programs are derived, as follows:

28. A separate line item for postsecondary education should be included in the Governor's Budget for both CDC and CYA. Postsecondary education is important and it should be recognized as such in the state budget.

As far as ex-offender program funding is concerned, those programs which become integrated with EOP will necessarily become included in the EOP budget designated for the program. Some EOP budgets, accordingly, may have to be increased if additional services are to be provided to a new population, and these decisions should be made at the local level. Federal and OCJP funds should be earmarked for special experimentation and innovation within the programs.

* * *

Another of the legislative charges was to explore the possibility of having alternative agencies administer and coordinate the programs statewide. We believe that current administration and coordination arrangements should remain as they are -- within the Department of Corrections and the California Youth Authority.

* * *

A charge of the legislation was to determine the desirability of constructing correctional facilities to better serve inmates interested in postsecondary educational programs and we believe that no new facilites are necessary for CYA wards. However, in order to best meet the Department of Corrections' inmates' postsecondary education needs, we recommend that:

29. <u>One or more separate facilities designated as prison colleges should be established.</u> Based on the findings from our investigation, we do not support the plan set forth in AB No. 1422.

The advantages to such a prison college are many. The variety of curricula that can be offered is infinite. The full array of courses from the three segments of colleges can be offered with the regular stipulation that at least 15 (or in some cases, 20) must be enrolled. This will not be difficult once all of the inmates are gathered together in a central location. Inmates can have the option of both

2 and 4-year degrees, as well as graduate training.

In addition to having a comprehensive support service program, the full array of support services will also be available to the prison college from the nearby campuses. This would include the full complement of diagnostic testing, academic and personal counseling, and tutoring. Counseling and tutoring would be provided by graduate and undergraduate students in exchange for course credit as well as by organizations on the campuses which specialize in such activities.

In addition to establishing a comprehensive college level research library of its own, the prison college would have access to the full array of library services of the nearby colleges and universities, establishing a link to research libraries on the campuses as well as libraries in the community via mobile units or computer. Both the colleges and the inmates would benefit. The colleges would have a whole new population of students. Inmates would have the full spectrum of courses, not only those that the college is willing to credit. By virtue of its physical set-up as well as its programs, which would include a variety of extra-curricular and enrichment activities, the prison college would be able to establish a very real college environment in which learning was an integral part of living.

The maintenance of the prison college would be borne by the inmates. The actual procedure would be akin to those work/study environments established at some private liberal

arts colleges where students divide the day between their chores and their classes. At the same time, inmates would receive a pay number for their work at the prison college. In many institutions, Industry and other work programs take priority over the academic programs simply because the inmates get paid. In the prison college, they would receive pay for their maintenance work.

The prison college would contract with community colleges, CSUC and UC campuses for classes just as the institutions contract with community colleges today.

In addition to helping the offender make a successful transition from prison to the community via the college furlough program, the prison college would have as one of its charges a role in bridging, supporting and reinforcing ex-offenders' continued reintegration into the community. The ex-offender programs can be especially helpful in this process, particularly if they became involved early on in the identification of prospective students. This would be true, also, in the proposed prison college, with ex-offender programs providing on-going academic advising and encouragement, and as time of release approaches, assistance in applying for and gaining financial assistance, assistance in admissions and registration, housing and part-time employment. Ex-offender programs should then focus their services on helping ex-offenders through the first semester only, allowing them to become an integral part of the university community, and regular members of the student body.